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ABSTRACT

This report presents specific recommendations for the continuing improvement of the elementary education provided by Dade County Public Schools (DCPS), Florida. Following a list of the 31 major recommendations and an introduction, the recommendations are discussed in greater detail. This discussion is organized around these themes: (1) setting and implementing goals; (2) school-based management; (3) inner-city schools; (4) principals; (5) ability grouping; (6) reading instruction; (7) Spanish instruction; and (8) the Alpha Program, a behavior modification program. The report asserts that minority education should be recognized as the paramount problem facing the DCPS today. The entire system should convert to school-based management (SBM), and sizeable bonuses should be paid to the staffs of outstanding schools. Converting to SBM would involve revising school performance and responsibility requirements. A major increase in the Florida Tax base should be considered to fund school construction, and the renovation needs of schools in older neighborhoods should not be neglected when those of newer neighborhoods are met. Classes should focus on higher order cognitive skills, and enrichment programs should be started in every school. Inner-city schoolchildren should be provided with more opportunities to read, and more Spanish instruction, for native and non-native speakers, is needed. The Alpha Program should be established in each school with a large group of disruptive students. Also included is a list of persons interviewed for the report, and an annotated bibliography. (KH)

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TOWARD EXCELLENCE AND EQUITY:
ELEMENTARY EDUCATION IN DADE COUNTY.

MAY 1987

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STUDENT HONORS MENTOR PROGRAM
THE INSTITUTE FOR PUBLIC POLICY
FLORIDA INTERNATIONAL UNIVERSITY
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ACKNOWLEDGEMENTS.

Senator Jack Gordon established the Institute for Public Policy at Florida International University in order to bring to fruition his long-held ideas on linking the University closely with problems being dealt with by governmental institutions and the political process. Each semester a number of FIU professors agree to "mentor" a group of students. This is not a class. Students receive no course credit and faculty receive only nominal compensation.

Our group, which came together in January 1987--the beginning of the winter semester--chose to study the elementary schools, partly because this was an interest of the mentor and partly because two of our students were Education majors. We felt that learning problems at the elementary level are more amenable to solution than these same problems when magnified and compounded by the time of high school. We set out with the idea that these problems can be solved, and we are even more of this opinion today, having finished our project.

Ileana Jaime, who will be presenting this report to the School Board at its May 13 meeting, is a senior in Elementary Education. Ricardo Enriquez is an undergraduate majoring in Secondary Social Studies Education. Susan Jones is an undergraduate majoring in Business Communications. Genevieve Delgado is a graduate student in Business. Dr. Brian Peterson is Associate Professor of History with a specialization in the history of Germany between 1918 and 1933, the Weimar Republic. Peterson was also the organizer in 1985 of a group of educators who wrote a

report on high school education in Dade County in 1985 which urged that an experiment in School-Based Management be tried. He is gratified that such an experiment will begin in the 1987-88 school year.

If our report has any merits, it is not due to our own special expertise in elementary education, but rather due to the work of research and practice of the people from whom we learned while putting together this paper. Obviously, this includes the many authors of the national, international and local research reports which are cited in our bibliography. However, we want to give special acknowledgement to those local individuals who gave us special assistance.

First of all, our group would never have existed if it were not for the support and encouragement of Senator Gordon. Not only did he ask Professor Peterson to mentor a group, but he also appeared in person at a meeting of our group and shared with us some of his vast experience and ideas on elementary education. He was a School Board member in Dade County and has long specialized in education issues in the Legislature. He actively attends conferences on educational issues around the nation. He gave earlier support to other educational reform projects involving Professor Peterson, including the fight for a lower division program at FIU in 1978-79--in which Senator Gordon almost single-handedly convinced the Board of Regents and the Legislature to support this controversial innovation--and the study of high schools in 1985, where he also appeared before the study group and shared his ideas. We are very, very grateful for Senator Gordon's support.

We wrote three drafts of our paper. The first was widely circulated to many of the people in our interview list, and their responses were greatly appreciated. The person giving us the most assistance at this stage was Professor George Morrison of FIU's College of Education who pointed out many shortcomings in our first draft and suggested the names of many people with whom we should speak. Professor Jan Tucker, also of the College of Education, invited us to appear before his graduate seminar to discuss our paper, and we received many valuable ideas from him and his students.

We are also very grateful for the comments at this stage of Yvonne Burkholz, Legislative Director, United Teachers of Dade. Her comments alerted us to many problems which we had previously overlooked and caused us to change many aspects of the first draft. We deeply appreciate the cooperative attitude of Pat Tornillo, Executive Vice-President of the United Teachers of Dade, toward our efforts, even though some policies of his organization have come under criticism in our report and in related statements by members of our group. Without the enthusiastic support of the teachers and their union, school reform will never take place in Dade County. All citizens of Dade County can feel grateful that we have such a reform-minded teachers union as the UTD and such a far-sighted teacher union leader as Pat Tornillo. Over and over again in our research, we have been amazed to find how ahead of his time Pat Tornillo's insights have been. Even though we have criticized UTD actions on this or that issue, we would like to state very clearly and

very sincerely that we believe that they are doing an outstanding job in advancing the professionalization of teaching in Dade County.

We are grateful, too, for the letter which we received from Dr. Michael Krop which pointed us toward certain recommendations in the first draft which he felt to be most constructive. His interest in these policies was very persuasive to us that we were on the right track with them, and they remained in all subsequent drafts, even though many other ideas from the first draft were discarded. We deeply appreciate his encouragement.

Another letter for which we are very grateful came from Dr. Joseph Fernandez, Deputy Superintendant of Schools, Dade County Public Schools. Dr. Fernandez was both supportive in general and critical of certain overly-sweeping comments which our first draft contained. He also went to the trouble to provide extensive comments on the draft itself, including the provision of a reaction memorandum. Many of his ideas were incorporated into the second draft, as were ideas from Dr. Robert Sherwood and Michael Conte of the Basic Skills and Reading department of the DCPS central administration.

Our second draft was given an extensive commentary by Dr. Paul W. Bell, Associate Superintendant, Bureau of Education, Dade County Public Schools, and his staff. Their four pages of detailed responses were of tremendous assistance to us in refining the final version of the paper. The most impressive response from the DCPS was the removal of the principal of Little River Elementary School and the insertion of a new principal with the authority to hire a whole new staff. We felt privileged to

watch as the central administration made this momentous decision. We hope that it will be a turning point toward a vigorous policy of taking serious action to improve the inner city schools. We highly commend those brave administrators who made this tough decision.

The third and final draft represents, then, not only our own ideas, but the responses to our ideas by many professional educators, inside and outside the Dade County Public Schools. We are grateful to all of them for their assistance.

We feel that although we are critical of a number of practices in the DCPS that we have this semester entered into a constructive dialogue with representatives of the DCPS. We understand better their problems in making effective our huge, diverse system. We are hopeful also that our ideas have had at least a small impact on the thinking of some members of the central administration and School Board already, and we hope that everyone concerned will give a fair reading to the final version of our report.

SUMMARY OF RECOMMENDATIONS.

1. THE SCHOOL BOARD HAS SET ADMIRABLE LONG-TERM GOALS FOR THE SYSTEM AND SHOULD DEMAND FREQUENT UPDATES ON THE PROGRESS OF THE SYSTEM TOWARD MEETING THESE GOALS.
2. MINORITY EDUCATION--PARTICULARLY THE EDUCATION OF POOR BLACKS AND HISPANICS, BOTH AMERICANS AND RECENT IMMIGRANTS--SHOULD BE RECOGNIZED AS THE PARAMOUNT PROBLEM FACING THE DCPS TODAY.
3. THE CENTRAL ADMINISTRATION OF THE DCPS SHOULD FOCUS ON FEWER GOALS IN THEIR ANNUAL PLANS.
4. THE UNITED TEACHERS OF DADE SHOULD DEVELOP ITS OWN LONG-TERM PLAN FOR EDUCATION IN THE COUNTY.
5. THE ENTIRE DCPS SYSTEM SHOULD CONVERT TO SCHOOL-BASED MANAGEMENT (SBM). TEACHERS AND PRINCIPALS AT EACH SCHOOL SHOULD JOINTLY DECIDE ON CURRICULUM, BUDGET, STAFFING, AND OTHER ASPECTS OF SCHOOL POLICY.
6. UNDER SBM, SIZEABLE BONUSES SHOULD BE PAID TO THE STAFFS OF SCHOOLS WHICH PERFORM ABOVE EXPECTED NORMS ON EDUCATIONAL OUTCOMES SUCH AS STUDENT TEST SCORES AND DAILY ATTENDANCE. AS WITH THE QUIIP PROGRAM, FACTORS SUCH AS SOCIO-ECONOMIC STATUS, RACE, AND HOME LANGUAGE OF STUDENTS SHOULD BE USED IN CONSTRUCTING EXPECTED NORMS FOR EACH SCHOOL.
7. ANY TESTS USED TO DETERMINE SALARY BONUSES SHOULD BE ADMINISTERED BY NEUTRAL PROCTORS. TEST SECURITY SHOULD BE INCREASED.
8. UNDER SBM, SCHOOLS WHICH PERFORM SUBSTANTIALLY BELOW EXPECTED LEVELS FOR TWO YEARS IN A ROW SHOULD BE PLACED ON PROBATION AND GIVEN ASSISTANCE FROM A SPECIAL TASK FORCE OF THE DCPS. SCHOOL AUTONOMY SHOULD BE SUSPENDED AND EFFECTIVE NEW TEACHING TECHNIQUES INSTITUTED. IF TEST SCORES AND ATTENDANCE DO NOT IMPROVE WITHIN THE NEXT YEAR, APPROPRIATE STAFFING CHANGES SHOULD BE MADE.
7. THE REQUIREMENTS OF THE BALANCED CURRICULUM PROGRAM SHOULD BE ABANDONED IN SBM SCHOOLS.
8. AS SBM IS IMPLEMENTED, A SHIFT OF RESOURCES FROM THE CENTRAL ADMINISTRATION AND AREA OFFICES TO THE SCHOOLS THEMSELVES SHOULD TAKE PLACE.
9. SBM SHOULD BE IMPLEMENTED QUICKLY IN PROBLEM SCHOOLS WHERE AVERAGE SAT SCORES ARE BELOW 30.
10. THE DCPS SHOULD ASSIST THESE PROBLEM SCHOOLS IN DEVELOPING EFFECTIVE TURNAROUND PROGRAMS INVOLVING: INCREASED EXPECTATIONS FOR STUDENT PERFORMANCE; FIRM, FAIR DISCIPLINE; NEW METHODS OF INSTRUCTION; AND THE INVOLVEMENT OF PARENTS.

11. THE DCPS SHOULD GIVE ASSISTANCE TO PRINCIPALS AND TEACHERS IN THESE PROBLEM SCHOOLS WHO ARE WORKING HARD TO BECOME EFFECTIVE. THERE SHOULD BE AN EXTENSIVE PROGRAM OF STAFF DEVELOPMENT AIMED AT BOTH PRINCIPALS AND TEACHERS. APPROPRIATE STAFFING CHANGES SHOULD BE MADE IF SUFFICIENT IMPROVEMENTS DO NOT RESULT.

12. A CONCERTED EFFORT SHOULD BE MADE BY THE ADMINISTRATION TO IDENTIFY AND PROVIDE REMEDIAL ASSISTANCE FOR TEACHERS DEFICIENT IN THE BASIC SKILLS OF READING, WRITING AND MATH.

13. PRE-SCHOOLS, FUNDED BY THE STATE OF FLORIDA AND OPERATED BY THE DCPS, SHOULD BE ESTABLISHED FOR ALL INNER-CITY CHILDREN WHOSE PARENTS WISH THEM TO ATTEND.

14. AFTER-SCHOOL LEARNING CLINICS SHOULD BE ESTABLISHED WHERE TEACHERS COULD HELP STUDENTS WITH HOMEWORK AND SPECIAL PROBLEMS.

15. PARENT INVOLVEMENT PROGRAMS SHOULD BE EXPANDED AT INNER-CITY SCHOOLS.

16. INNER-CITY SCHOOLS NEED NEW CLASSROOMS OR THE RECONSTRUCTION OF EXISTING CLASSROOMS SO THAT EACH CLASS SPACE IS RELATIVELY SOUNDPROOF.

17. A MAJOR INCREASE IN THE FLORIDA TAX BASE, BEYOND THE EXTENSION OF THE SALES TAX TO SERVICES, SHOULD BE CONSIDERED SO THAT ADEQUATE FUNDS FOR SCHOOL CONSTRUCTION ARE AVAILABLE.

18. HIGHER IMPACT FEES FOR NEW CONSTRUCTION IN DADE COUNTY SHOULD BE CONSIDERED, SO THAT THE SCHOOL CONSTRUCTION NEEDS IN NEW NEIGHBORHOODS DO NOT PREVENT THE RENOVATION NEEDS OF SCHOOLS IN OLDER NEIGHBORHOODS FROM BEING MET.

19. ONLY EXCELLENT INDIVIDUALS, AS SHOWN BY THE MANAGEMENT ASSESSMENT CENTER EVALUATIONS, SHOULD BE RECRUITED AS PRINCIPALS.

20. TEACHERS SHOULD MAKE ANNUAL EVALUATIONS OF THEIR PRINCIPALS.

21. ABILITY GROUPING SHOULD BE PROHIBITED EXCEPT FOR PROGRAMS MANDATED BY THE STATE OR GIVEN SPECIAL FEDERAL FUNDING.

22. EVERY CLASS IN EVERY SCHOOL SHOULD INCLUDE A FOCUS ON HIGHER ORDER COGNITIVE SKILLS, SUCH AS CRITICAL THINKING, ANALYSIS, SYNTHESIS, CREATIVITY AND EVALUATION.

23. ENRICHMENT PROGRAMS SHOULD BE STARTED IN EVERY SCHOOL AND ALL STUDENTS SHOULD BE ENTITLED TO PARTICIPATE. THE PRESENT ACADEMIC EXCELLENCE PROGRAM SHOULD BE TRANSFORMED INTO A NON-EXCLUSIVE ENTERPRISE.

24. THE DCPS AND ITS SCHOOL BOARD SHOULD TAKE THE INITIATIVE TO TRY TO REVERSE INAPPROPRIATELY RIGID AND STRINGENT STATE POLICIES RELATIVE TO ABILITY GROUPING AND GRADE RETENTION.

25. EACH INNER-CITY CHILD SHOULD BE PROVIDED BY THE SCHOOL WITH

APPROPRIATE READING MATERIAL TO TAKE HOME AND KEEP.

26. EACH INNER-CITY CLASSROOM SHOULD HAVE A SMALL LIBRARY WITH BOOKS FOR RECREATIONAL READING.

27. EACH CHILD SHOULD BE PROVIDED WITH AT LEAST A HALF AN HOUR A DAY FOR FREE READING.

28. INTENSE, PROLONGED DRILL ON WORD DECODING SKILLS SHOULD TAKE PLACE IN INNER-CITY SCHOOLS.

29. INTERACTIVE COMPUTERS SHOULD BE SUBSTITUTED FOR WORKBOOKS AND HANDOUTS. EVERY INNER-CITY CLASSROOM SHOULD BE PROVIDED WITH ENOUGH COMPUTERS SO THAT WORKBOOKS ARE NO LONGER NEEDED.

30. IMMERSION COURSES IN SPANISH SHOULD BE OFFERED TO ALL STUDENTS IN SUMMER SCHOOL BETWEEN FOURTH AND FIFTH GRADE.

31. ALPHA PROGRAMS FOR BEHAVIOR MODIFICATION SHOULD BE ESTABLISHED IN EACH SCHOOL WITH A LARGE GROUP OF DISRUPTIVE STUDENTS.

INTRODUCTION.

As we visited elementary schools around the county, especially in the inner city, we were struck by how much thought and hard work has gone into them. The efforts of thousands of dedicated teachers, principals and administrators have helped to produce the many good results which we observed. Usually we got to the school around eight in the morning, in time to drive around the neighborhood in order to understand local conditions, and we saw the children walking to school, the youngest ones holding their mothers' hands and the older ones in happy groups, sometimes taking up half the street. Every day when these children left school, their lives and minds were a little richer.

Our schools deal with a vast array of students of different languages, cultures, abilities, and social classes, and the only way one can really appreciate this is to visit classes in the different parts of the county. Tens of thousands of children enter Dade County's elementary schools knowing no English at all, and by the time they leave second grade they are fluent. Kids who wouldn't sit still in kindergarten are socialized to become well-behaved. Children whose parents are illiterate are themselves becoming readers and entering the mainstream of our culture and economy. Young people who have to walk to school past "crack houses" and men selling dope on the street learn about right and wrong in their classes, and most of them grow up to be law-abiding citizens.

In the midst of the most challenging environment in the United States, the Dade County Public Schools is doing a

monumental job. Great progress has been made over the past twenty years in desegregating and meeting the needs of our huge immigrant population. Our report is intended to be supportive of these efforts and to suggest ways in which this progress can be continued.

SETTING AND IMPLEMENTING GOALS.

The long-term goals which the School Board recently adopted are of tremendous significance. They commit the DCPS to focus on the following areas: reduction of the dropout rate; improving minority education; increasing the number of students who are bilingual; improving the performance of administrators and teachers; improving the ability of students to think critically; and providing computer proficiency for students. The central problems of the system today are squarely addressed in these goals.

The difficulty is in keeping these goals constantly in mind at weekly School Board meetings which have a tendency to bog down in micro-managing the system--second-guessing unimportant decisions by lower-level administrators. FREQUENT UPDATES ON THE PROGRESS OF THE SYSTEM TOWARD MEETING THE LONG-TERM GOALS SHOULD BE DEMANDED BY THE SCHOOL BOARD.

Of the School Board's long-term goals, we believe that MINORITY EDUCATION--PARTICULARLY THE EDUCATION OF POOR BLACKS AND HISPANICS, BOTH AMERICAN AND RECENT IMMIGRANTS--SHOULD BE RECOGNIZED AS THE PARAMOUNT PROBLEM FACING THE DCPS TODAY. For instance, on test scores, Dade County does better than the average in the rest of the state for anglos and hispanics, but

worse for blacks. This reflects the fact that most hispanics in Dade County--especially Cubans who have been here over ten years--are middle class, but there are certain schools with large populations of children from families which recently immigrated from Central America, the Caribbean and Mexico where test scores are as low as any in the county. We see solving the problems of poor, minority schools as crucial for the future of Dade County.

At the present time, many national corporations refuse to consider Dade County as a location for new plants and offices because of the poor quality of the public schools, racial and ethnic turmoil, crime, and inadequate job skills by potential local employees. All of these considerations relate directly to the quality of our inner-city schools. (The term inner-city school will be used throughout this paper as shorthand for poor, minority school, with the understanding that some suburban schools in Florida City, Homestead, Goulds, and other localities also fit this description and have the same problems.) Everyone in Dade County suffers because of the backwardness of our inner-city schools. Our wages are lower than they otherwise would be; our welfare and crime costs are higher; and our quality of life is poorer. Even though the inner-city poor suffer most from these conditions, we all bear part of the cost.

The School Board's goal of increasing critical thinking by students is important because teachers in Dade County valued critical thinking and creativity more twenty years ago than they do today, according to the recent Kottkamp-Provenzo-Cohn article in the Phi Delta Kappan. This important study, based on surveys

of Dade County teachers in 1964 and 1984, shows that today's teachers are less interested in imaginative problem solving and creativity than were teachers twenty years ago. The article also points out that today's teachers are less satisfied with their jobs and their schools as workplaces than were teachers twenty years ago. Furthermore, today's teachers receive less instructional help from principals. Many changes are needed to help stem this deterioration in teacher morale, and the central administration of the DCPS can help in this by their own efforts to implement the School Board's long-term goals in their annual plans.

However, the administration needs to be more focussed in their approach. Annual plans now are lengthy documents with all manner of minutiae included. THE CENTRAL ADMINISTRATION OF THE DCPS SHOULD FOCUS ON FEWER GOALS IN THEIR ANNUAL PLANS. At present, their formulation of goals resembles the overly-elaborate curriculum objectives in many courses, where insignificant points are given equal weight with central course objectives. It is not of equal importance if the system manages to reduce the overall dropout rate and if one small department of the system manages to add a computer. There should be more distinction between central and peripheral goals.

THE UNITED TEACHERS OF DADE SHOULD DEVELOP ITS OWN LONG-TERM PLAN FOR EDUCATION IN THE COUNTY. The UTD is deeply involved in shaping the system in all of its aspects, and being explicit about its long-range goals would be a good exercise for the union. The members should have a chance to debate these goals, and in the process the commitment of the teachers to improving

the system would be strengthened. One sure path to high salaries and professional recognition for teachers is their avowed public commitment, backed up by real action, to improving education. We believe that the general public would be very supportive of the kinds of goals which the UTD would put forward.

Central to the goals of the School Board, the DCPS Central Administration and the UTD are the related concerns of professionalizing teaching and decentralizing the system through School-Based Management. Returning power to the schools and the teachers is the first order of business.

SCHOOL-BASED MANAGEMENT.

The present organizational climate of the schools can be fairly described as "authoritarian anarchy": authoritarian in that there is a top-down, hierarchical chain-of-command; anarchical in that it is a "loosely coupled" system with only weak powers of compulsion. Directives are issued from on high, but the actual carrying out of these directives in the classroom is up to chance. Little effective control is exercised by the central administration over what goes on in the schools, and in ineffective schools principals provide little guidance over what goes on in the classrooms. Incompetent principals and teachers are sometimes allowed to remain at their posts for decade after decade. Even when schools ostensibly are teaching the established curriculum, wide variations in methods and course content occur from school to school, sometimes due to constructive innovations and sometimes the reverse. The enormous range

in educational outcomes from school to school should therefore come as no surprise. With the same type of inner-city students, one school might accomplish 54% of a test score norm, while another school achieves only 10%--as can be plainly seen in the annual test results from the schools. Poor schools blame this on their students, but we know too well today that schools can be successful even in the worst neighborhoods to believe that the failure of the school is the fault of the students.

Replicating the conditions of the effective schools in the ineffective schools is very difficult, but it can be done. First of all, strong principals are needed. We need either to reform the outlooks of existing ineffective principals or else put in new and more effective principals. Second, we need to re-educate the entire school staff to believe that their students can learn. High expectations of student achievement has been shown to be the most important distinguishing characteristic of effective, inner-city schools. Third, we need to give them the school autonomy so that they can develop and carry out local curricular programs which meet local needs. And lastly, we need to hold the individual schools accountable for the results. In the case of currently ineffective schools, there should be substantial rewards for the school staff if student attendance and achievement improves significantly and penalties if it does not.

One of the biggest problems in the schools today is that many teachers do not feel or act like professionals. They feel that they are teaching a curriculum laid down by someone else. They carry out the minimal, prescribed teaching tasks. And they refuse to do anything which is not contractually mandated.

School-Based Management (SBM), by giving teachers more control over the operations of their school, should help to restore a sense of professionalism to teachers. Of course, SBM would be a disaster if the teachers still lacked a strong professional ethos, yet were granted total control. SBM must be carefully implemented to ensure that greater professionalism develops along with greater control by school staff.

For the past several years, Florida has had a Merit School Plan (QUIIP locally) which gives sizeable bonuses to the staffs of schools which perform outstandingly on indicators such as test score improvement, absenteeism reduction and special schoolwide projects. For schools which have chosen to participate enthusiastically, the Merit School Program has brought about widespread revitalization. However, participation has been voluntary. So far, the Merit School Plan has brought no system-wide improvements in student test scores or teacher morale. Individual schools have made improvements, but the Merit School Plan is not compulsory and does not involve negative sanctions for failure to improve. We propose a system which is compulsory and which uses carrots and sticks in tandem. School-Based Management, which will be tried out experimentally at 32 schools next year, offers a way to apply the benefits of the Merit School Plan to all schools.

We do not regard School-Based Management as an experiment. Rather, we regard the centralized, bureaucratized system of today as a hundred-year-old experiment which has failed miserably. We regard School-Based Management as the only natural and proper way

to run an educational system. Of course, power should reside at the school level. Of course, teachers should be empowered to decide on curriculum. Of course, teachers should run the school. Of course, we should get away from a system where immense numbers of paper-pushers pull down fat salaries, while the shrinking pool of teachers eke out a meager living. Of course, we should get away from a system which is more and more complex, which requires teachers to spend more and more time filling out paperwork instead of teaching. However, many individuals have a vested interest in the failure of SBM: central and area administrative staff who would lose their functions if SBM spread; incompetent principals who do not want to be evaluated by results; and teachers who do not want the extra work and responsibility which SBM entails.

The manner of implementation of SBM so far has left something to be desired. Teachers have not been clearly informed as to exactly what SBM entails. They have thus not been able to make an informed decision on whether or not to join SBM. The central administration has placed heavy pressure on certain schools to join the program, while in other schools principals have made it very clear to the faculty that they are opposed to SBM and would regard any teachers who vote for it as disloyal. Clear intimations of unfavorable annual evaluations of teachers by the principal in case the teachers advocated SBM have been issued in some schools. Thus, decisions to join or stay out do not reflect the sentiments of the teachers. It appears that even when the democratization of the system is at issue, the DCPS is incapable of operating democratically.

SBM offers an effective means for changing the culture of the schools. However, to become a stable, permanent structure, SBM should be linked to a system of performance-based bonuses for school personnel similar to the QUIIP program. The present QUIIP program is fundamentally inadequate to the task of providing a big enough incentive for the transformation of the schools. QUIIP bonuses have to be sought afresh every year, and it is likely that they will be rotated between schools. Lethargic schools will never compete for QUIIP funding. Furthermore, not enough schools receive the QUIIP bonuses to make this a program worth large sacrifices of time and effort. And there is no feeling that work put into QUIIP will pay off for more than one year. What is needed is a system of bonuses which rests on definite accomplishments which can be retained for a significant period of time, perhaps five years. If every member of the school staff knew that his or her long-term salary bonus depended on the performance of the others, each would have an incentive to help the others to improve. Another problem with QUIIP is that it lacks negative sanctions for schools which fail to improve. These negative sanctions are particularly required in inner-city schools where a school culture of low expectations has been firmly implanted. Both rewards and punishments are needed, and QUIIP provides only a very meager rewards.

The right system of School-Based Management would combine: local autonomy; substantial, long-term rewards for success; and firm, fair action in the case of failure. Failure should result in the direct, personal penalty of demotion for the principal,

but only the impersonal, non-career-threatening penalty of possible reassignment to another school for teachers. This accords with the relative responsibility of principals and teachers for the success or failure of a school.

Under a well-structured SBM system, teachers would drop in on each other's classes. Discussions of effective teaching strategies would take place. The school staff would try to find the best methods to raise student test scores. Teachers would have a concrete, material interest in transforming or ousting ineffective principals and colleagues, and we could move toward an effective system of peer review, where teachers would take many of the hiring and firing decisions, as university professors already do.

School-Based Management does not mean that federal and state guidelines on curriculum or Chapter I could be eliminated. SBM does not offer carte blanche to schools to teach whatever they want, however they want. It instead offers an opportunity to teach the mandated curriculum in a more original and locally-specific fashion. It may be that as experience with SBM accumulates around the nation and around the state that some federal and state guidelines will be found to be inappropriate and will be changed or dropped, but until that time comes, they must be carried out under whatever local system we adopt. Inappropriate local mandates, however, can be easily changed to accomodate SBM.

THE ENTIRE DADE COUNTY PUBLIC SCHOOL SYSTEM SHOULD BE CONVERTED TO SCHOOL-BASED MANAGEMENT. TEACHERS AND PRINCIPALS AT EACH SCHOOL SHOULD JOINTLY DECIDE ON CURRICULUM, BUDGET, STAFFING AND OTHER ASPECTS OF SCHOOL POLICY. SUBSTANTIAL BONUSES SHOULD

BE PAID TO THE STAFFS OF SCHOOLS WHICH PERFORM ABOVE EXPECTED NORMS ON EDUCATIONAL OUTCOMES SUCH AS STUDENT TEST SCORES AND DAILY ATTENDANCE. AS WITH THE QUIIP PROGRAM, FACTORS SUCH AS SOCIO-ECONOMIC STATUS, RACE AND HOME LANGUAGE OF STUDENTS SHOULD BE USED IN CONSTRUCTING EXPECTED NORMS FOR EACH SCHOOL.

With an inner-city school, increasing basic skills scores might be central to winning a bonus. With a suburban school with very high basic skills scores already, it might be increasing scores on some test of higher order cognitive skills for the bulk of the students, while increasing basic skills scores for the low-achieving students. In the case of suburban high schools, it might be increasing the number of students taking Advanced Placement courses. The improvement for which the bonus is awarded should not be trivial, yet it should be constructed with due regard to the school's special situation. Bonuses would continue to be awarded during the five year period, as long as the accomplishments for which the bonus was awarded originally were maintained.

Performance norms for each school should be set once and then not changed for a long time. Each school, by hard work, should be able to attain these norms and win salary bonuses. Bonuses should not be reserved for a set percentage of schools. Teachers should not think that they are on a treadmill where they have to keep running faster and faster to stay in the same place. They should not be placed under extraordinary pressure to produce large, rapid gains in student achievement every year, but should be given a decent interval to consolidate gains and absorb new

teaching technologies before moving on to the next, higher goal.

Perhaps norms should be set every five years with the expectation that each school would fulfill the norms sometime during that period and the bonuses would become part of the normal pay. New higher norms and new additional bonuses would be established at the end of the five year period, while the previous bonus was folded into the regular salary. The most ambitious schools could try to achieve the bonus norm as early as possible. Teacher incomes and student scores would move upward together.

Testing for bonuses under QUIIP and under our proposed system needs to be more carefully monitored. Experience has shown that substantial cheating by school staff goes on in the administration of standardized tests and maintenance of attendance statistics because of the possibility of school staffs winning bonuses under the Merit School Plan if these scores are good. Sick students are told to come to school for at least fifteen minutes in the morning so as to elevate school attendance figures, while slow students are urged to stay away from school on the days when standardized tests are administered in order to raise the average school score. Students are sometimes given longer to finish the tests than is allowed, and teachers occasionally actually tell the students the answers to the questions as the students are taking the tests. School principals sometimes condone, and perhaps even organize, this cheating by teachers. There are reports of principals giving coded warnings to teachers over the loudspeaker system when observers from the area office enter the building to check on test administration. Principals say things like, "The air-conditioning men are coming

through, teachers." ANY TESTS USED TO DETERMINE SALARY BONUSES SHOULD BE ADMINISTERED BY NEUTRAL PROCTORS. TEST SECURITY SHOULD BE INCREASED.

One way of handling the administration of these tests would be to have teachers trade schools for a day to administer them, with a rotation between schools so that two schools do not develop a collusive relationship over time.

SCHOOLS WHICH PERFORM SUBSTANTIALLY BELOW EXPECTED LEVELS FOR TWO YEARS IN A ROW SHOULD BE PLACED ON PROBATION AND GIVEN ASSISTANCE FROM A SPECIAL DISTRICT TASK FORCE. IN SUCH SCHOOLS, SCHOOL AUTONOMY UNDER SBM SHOULD BE SUSPENDED AND EFFECTIVE NEW TEACHING METHODS INSTITUTED. IF TEST SCORES DO NOT IMPROVE WITHIN THE NEXT YEAR, APPROPRIATE PERSONNEL CHANGES SHOULD BE MADE. These personnel changes would include putting in a new principal and giving that principal complete leeway in staffing the school. She or he could bring in a whole new teaching staff if she or he desired. The previous teachers would be assigned to other schools within the system and the previous principal would be given a less responsible job within the system. In some cases, the school would be better off with a staff of brand-new, first-year teachers than with the existing faculty. We were heartened to read of the decision to follow this recommendation in the case of Little River Elementary School. This was a good case of a school where outside assistance had been provided for years under the Operation Turnaround program, without results. Until now, the DCPS has been shy about putting in new principals with the authority to hire a whole new staff, but if we are to implement SBM, this must be the ultimate recourse for a

recalcitrant school which will not improve on its own.

SBM, then, should involve both rewards and punishments, but the everyday reality of SBM centers around autonomy, particularly in matters of curriculum. One local requirement which should be dropped as we shift to SBM is the "Balanced Curriculum," an exercise in curricular logrolling which requires so many hours per week of various subjects. If the staff of a school decides that their first grade students need to concentrate on reading and math and that there is no time for art, they should be able to make this decision and carry it out. The lobbies of art or music or social studies teachers should not be able to block school autonomy. THE REQUIREMENTS OF THE BALANCED CURRICULUM PROGRAM SHOULD BE ABANDONED IN SBM SCHOOLS.

AS SCHOOL-BASED MANAGEMENT IS IMPLEMENTED, A SHIFT OF RESOURCES FROM THE CENTRAL ADMINISTRATION AND AREA OFFICES TO THE SCHOOLS THEMSELVES SHOULD TAKE PLACE. The schools will take over many of the curricular and planning functions now carried out centrally. The practice of "Teachers on Special Assignment"--which turns over 400 of the most able teachers into administrators working out of the Lindsey Hopkins Building while maintaining the pretense that they are still teachers--should be gradually curtailed. This makes the system's ratio of teachers to administrators look good while subverting the teaching function and moving power and resources to the bureaucracy. It is part of the general problem whereby more and more is spent on education, but less and less seems to be getting through to the classroom.

On the other hand, many "Teachers on Special Assignment" are performing useful functions in mentoring new teachers or teaching

in the Teacher Education Center (TEC). These tasks will be performed by Master Teachers under the Career Ladder recently negotiated by the UTD and the DCPS. As such, these "Teachers on Special Assignment" should be returned to the schools for part of the day and still carry out their mentoring or TEC functions. No one should be considered a teacher who does not have at least some contact with students in the classroom and with teacher colleagues on a peer basis.

SBM is of particular significance to inner-city schools which have the most formidable educational tasks and need the greatest leeway for local decision making. A performance-based salary bonus system is needed here most of all.

INNER-CITY SCHOOLS.

Teaching in inner-city schools is the hardest job in the system and should be reserved to the best teachers. Instead, for decades the rejects from other schools have been dumped on inner-city schools. Instructional techniques which work in the suburbs do not necessarily work here. Inner-city children speak a language or dialect other than Standard American English in the home and this linguistic difference makes learning to read Standard American English more difficult than it is for children of the suburbs. Inner-city young people start school with a vocabulary averaging only 2000 words, compared to 4000 for middle class kids. Broken homes, alcoholism and drug addiction among parents, overcrowded housing, medical problems, and hunger affect some of these children and make learning difficult. The children

themselves often lack self-confidence and self-esteem and regard the school as an alien institution over which they lack any control.

Effective and ineffective inner-city schools differ sharply in how they relate to these problems. Effective schools, like Drew and Liberty City, assume that these students can be successful in spite of their difficult home lives. Effective schools foster values of academic achievement and try to elicit the maximum potential of all students, slow and fast learners alike. On the other hand, in ineffective schools, the assumption that failure is inevitable is reinforced.

Effective inner-city schools have strong principals who are able to create a school culture in which all of the teachers come to believe that their students can learn. In such schools, education, rather than babysitting or meeting the welfare needs of the students, takes priority. Such schools have wrested autonomy from the central administration and they focus on their own curricular objectives, using their own methods. The DCPS rightfully allows substantial autonomy to effective inner-city schools because their methods bring results.

Ineffective inner-city schools can be made effective. Experience in Camden, Milwaukee and New York City has shown that concerted district efforts can bring substantial improvements in educational performance in such schools by focussing on raising expectations of student achievement and introducing new pedagogical techniques. The Dade County Public Schools have devoted considerable resources to improving conditions in inner-city schools over the past seven years, and some successes have

occurred. Class size has been reduced, school buildings have been fixed up, new pre-school programs have been implemented, summer school has been enhanced, and ineffective principals have been replaced in some instances.

However, student test scores have still not improved, and the basic problem of ineffective principals and teachers remains. There are still individual elementary schools where incompetent principals are little autocrats--where bathrooms have no toilet paper, where teachers are not given supplies, where the principal wants to shut the teacher's lounge because it is the center of "complaining". Teachers in these schools are terrified of the principal's power. They have been told never to say anything when representatives from the area office come around. It may be that the central administration and the union are not aware of the problems of these schools because of the silence induced by local terror. We believe, however, that in the DCPS only the squeaky wheels are greased, and the central authorities are not interested in fixing up local problems as long as the teachers are not raising a fuss.

SCHOOL-BASED MANAGEMENT SHOULD BE IMPLEMENTED QUICKLY IN ALL SCHOOLS WHERE THE AVERAGE SAT SCORE IS BELOW 30. A DCPS TASK FORCE SHOULD HELP THESE SCHOOLS RAISE EXPECTATIONS FOR STUDENT PERFORMANCE, IMPLEMENT FIRM, FAIR DISCIPLINE, ADOPT NEW METHODS OF INSTRUCTION, AND INVOLVE PARENTS IN THE EDUCATIONAL PROCESS. AN EXTENSIVE PROGRAM OF STAFF DEVELOPMENT SHOULD BE CARRIED OUT. AFTER AN INTERVAL OF TWO YEARS, IF SUFFICIENT IMPROVEMENTS HAVE NOT TAKEN PLACE, APPROPRIATE STAFF CHANGES SHOULD BE MADE.

The School Board should implement a policy that all schools which have not raised their SAT scores to 30 within two years will have new principals and new staffs, and all schools with average SAT scores of 27 or lower today which do raise scores to 30 will receive annual bonuses of \$5000 per staff member for the next five years, as long as the SAT scores stay above 30. This, we believe, would bring fast results.

One aspect of the problem of inner-city schools which requires attention is the presence in these schools of many teachers who are themselves not competent in reading, writing and math. Teachers cannot teach if they themselves first do not know, but principals in ineffective inner-city schools tolerate illiteracy among their teachers and allow "nests" of incompetency to develop. A CONCERTED EFFORT SHOULD BE MADE BY THE ADMINISTRATION TO IDENTIFY AND PROVIDE REMEDIAL ASSISTANCE FOR TEACHERS DEFICIENT IN THE BASIC SKILLS OF READING, WRITING AND MATH. Nests of incompetency must be identified and broken up. This is provided for in the DCPS's Strategic Plan, 1987-1992, but this concept has long been system policy and has never yet been effectively implemented. With competent teachers, the full benefit of having students enter school from pre-schools where important learning and socialization took place.

Many studies have demonstrated that Head Start and similar programs have helped inner-city youngsters to adapt to school. Years later, former participants drop out less frequently and are less inclined to get into serious trouble with the law. Federal, state and local funding is now providing pre-schools for thousands of local youngsters, but there are thousands more in

the inner city who would benefit by such programs. Florida Education Secretary Betty Castor is now working to win funding for a broader program. PRE-SCHOOLS, FUNDED BY THE STATE OF FLORIDA, SHOULD BE ESTABLISHED BY THE DCPS FOR ALL INNER-CITY CHILDREN WHOSE PARENTS WISH THEM TO ATTEND. Such a program would send children to kindergarten at a level of pre-reading and math skills significantly higher than that which would exist in the absence of the pre-school program. For Dade, housing this program would cost \$25 million as a start-up expense and annual personnel costs would be another \$6 million, but this would be money well-spent considering the savings in the costs of crime, welfare and unemployment which would eventually result. Just as pre-school helps, so do after-school programs.

After-school programs exist at many schools today, mostly as a childcare service emphasizing recreational sports, although some tutoring is provided. Teachers are available to work for extra pay with these students in after-school learning clinics, and this would be highly beneficial to many students. AFTER-SCHOOL LEARNING CLINICS SHOULD BE ESTABLISHED WHERE TEACHERS COULD HELP STUDENTS WITH HOMEWORK AND SPECIAL PROBLEMS. Programs of special interest to students, such as computer laboratories, could also be offered at these after-school learning clinics. After-school programs are particularly necessary today because of the many families in which both parents work or in which the children are living only with their mother who works. The growing intensity of family labor force participation rates results in a general problem of parental involvement with the

education of their children.

Longitudinal studies show that children make greater and longer-lasting gains when they are involved in school programs which focus on both parent and child development. The DCPS has several programs operative now in inner-city schools which help to encourage parents to involve themselves more with the education of their children. One problem with Operation Turnaround in its early stages was its failure to involve parents. National research shows that effective inner-city schools convince parents to support high academic expectations for their children. PARENT INVOLVEMENT PROGRAMS SHOULD BE EXPANDED AT INNER-CITY SCHOOLS. Such programs could involve recruiting parents to work as tutors and monitors and helping with school beautification. Special rooms for parents could be set up in the school where they can meet with other parents and learn more about aspects of parenting such as nutrition, child growth and development, and helping the children with school work. Materials could be sent home especially for the parents to assist them in helping students with homework. Make-it-take-it workshops could be held where parents make learning games to take home and play with their children. At the end of the school year teachers could send home a summer reading packet containing appropriate materials. Along with parental involvement, there are special physical problems with the classrooms in inner-city schools.

Over the past few years, the DCPS has done a good job of fixing up some of the most serious deficiencies in the physical plant of these schools, but many Chapter I classes still meet two

to a classroom. Since Chapter I classes have only roughly half as many children as traditional classes, doubling up two Chapter I classes per room has been the solution found for the space problem in most inner-city schools. The noise level in these rooms is far too high. Students and teachers are often distracted by noise coming from behind a partition of a few portable chalkboards. INNER-CITY SCHOOLS NEED NEW CLASSROOMS OR RECONSTRUCTION OF EXISTING CLASSROOMS SO THAT EACH CLASS SPACE IS RELATIVELY SOUNDPROOF. We realize that construction needs in the DCPS greatly exceed available funds and that many new schools are needed in the growing suburbs. A MAJOR INCREASE IN THE FLORIDA TAX BASE IS REQUIRED, BEYOND THE EXTENSION OF THE SALES TAX TO SERVICES, SHOULD BE CONSIDERED SO THAT ADEQUATE FUNDS FOR SCHOOL CONSTRUCTION ARE AVAILABLE. HIGHER IMPACT FEES FOR NEW CONSTRUCTION IN DADE COUNTY SHOULD BE CONSIDERED, SO THAT SCHOOL CONSTRUCTION NEEDS IN NEW NEIGHBORHOODS DO NOT PREVENT SCHOOL RENOVATION NEEDS IN OLD NEIGHBORHOODS FROM BEING MET. As the schools are fixed up and School-Based Management is implemented, recruiting able principals will become a more important concern.

PRINCIPALS.

In a decentralized system, the principal will be the key determinant of the success or failure on the individual school. Principals should see their primary task as instructional leadership, rather than routine administration or pastoral concerns for the general welfare of students. Most principals, according to national studies, are not instructional leaders and do not do a

good job of evaluating and assisting the pedagogical performance of their teachers. This national observation has been confirmed by many comments by local teachers.

The DCPS has a state-of-the-art system for evaluating potential principals in the Management Assessment Center (MAC) which uses instruments able to identify those individuals with real instructional leadership potential. The MAC uses the kinds of problems which principals will encounter in real life to evaluate, and its evaluators are administrators within the system, able to judge the practical impact of decisions. MAC results should be decisive in the hiring of new principals.

The problem, according to the DCPS's own study of the MAC, is that only a few of the very worst candidates are rejected and many very mediocre individuals are admitted into the program to be trained as principals. ONLY EXCELLENT INDIVIDUALS, AS SHOWN BY THE MANAGEMENT ASSESSMENT CENTER EVALUATIONS, SHOULD BE RECRUITED AS PRINCIPALS. We do not doubt the legality of the present system, simply its efficiency.

Some 1600 people have gone through the MAC process. Let's assume that the DCPS needs to recruit 100 new assistant principals from this group over the next few years. The present practice is to drop the lowest 15% of the candidates and to place the remaining 85% in the eligible pool. This means that out of 1600, some 240 are dropped and 1360 are listed as eligible. The reason why this many candidates are kept in the pool is to ensure that there are enough minority candidates available. The DCPS as a general policy aims to make sure that the ethnic and racial balance of new assistant principals has some relationship to the

sex, ethnic and racial balance of the student body of the system, currently about 50% female, 25% black, 25% anglo and 50% hispanic. We strongly support affirmative action and believe that the DCPS should aim to have its corps of administrators roughly represent the sexual, racial and ethnic diversity of the county. However, the present euphemistic approach to affirmative action and qualifications has created a system where we have no assurance that new administrators from any sexual, ethnic or racial group qualify as truly excellent. There are better ways to carry this out than present practices.

The best method of solving this dilemma, according to leading national experts in personnel administration, is to create short lists of the most excellent candidates from each group from which selections are to be made, i.e., blacks, hispanics, women, and others. Under present practices, with 85% of the candidates on the eligible list and only 100 positions to fill over the next few years, many low-scoring anglo males will be given jobs for which higher-scoring anglo male candidates are available, and the same probably goes for all other categories. Favoritism, the old boy network, and the buddy system are all alive and well in the DCPS in spite of our high-powered Management Assessment Center. Politicians and administrators continue to place their low-scoring cronies in jobs as principals. If we are only going to hire 25 anglo administrators, they should be the best 25 on the MAC list, and the same goes for women, hispanics and blacks. We should set our goal for minority hiring and then meet it from the best candidates from that minority

group, just as we also should hire the best anglo male candidates.

Let us think about the hiring process from the standpoint of various types of efficiency. The first type of efficiency is Educational Efficiency. This would be 100% if we simply hired the top 100 from the MAC list, and 0% if we hired the bottom 100. Educational Efficiency leaves out all affirmative action considerations and simply hires on the basis of individual excellence as determined by the MAC rating. The second type of efficiency is Equity Efficiency, which would be 100% if we hired fair proportions of candidates by race, ethnicity and sex and 0% if we hired all white males. We will not enter into a discussion of what constitutes fair proportions, whether goals and timetables or quotas. This is obviously a question for the School Board to decide, based on legal considerations and the interests of the local community. The third type of efficiency is Patronage Efficiency, a negative indicator which would be 100% if powerful politicians and administrators were able to name their cronies to jobs and 0% if hiring were only for reasons of merit and equity. Patronage Efficiency is strongly to be avoided in a school system which aims at high academic achievement, high staff morale, and high ethical standards.

The present system scores only 15% in terms of Educational Efficiency, since only the bottom 15% of the candidates are dropped. We are not sure how it scores in terms of Equity Efficiency, but judging by recent complaints, we would estimate that it scores closer to 50% than to 100%. However, in terms of Patronage Efficiency, it may be that the system scores a perfect

100%. Our proposed system would score about 85% in Educational Efficiency, assuming wide disparities between ethnic and racial group scores, 100% in Equity Efficiency, since the desired groups would be hired in the proportion determined by the School Board, and 0% in Patronage Efficiency, which we believe to be the proper percentage.

Once principals are in place, regular evaluation should be tightened to help them do their job better. Given the persistence of demonstrably ineffective principals in some schools, the existing evaluation system is not doing its job. One way of strengthening the annual evaluation of principals is to bring into the process the people who know the principal's strengths and weaknesses best, the teachers. TEACHERS SHOULD MAKE AN ANNUAL EVALUATION OF THEIR PRINCIPALS. This is already taking place in many schools on the initiative of the principals themselves, but we can be certain that the schools with the weakest principals are exactly the places where it is not being done. The DCPS should take teacher opinions strongly into account in the annual administrative evaluation of principals, although leeway should be granted to principals who are involved in the difficult and protracted task of changing the culture of problem schools. The same factor of equity which should influence the selection of principals should also be more of a consideration in curriculum.

ABILITY GROUPING.

The trend toward the segmentation of the student body into

more and more narrow groups is accelerating, fueled by American society's voracious elitism and striving for marks of distinction. We would like to propose a system-wide policy on ability grouping, an issue too important to be left up to the individual schools. THERE SHALL BE NO ABILITY GROUPING EXCEPT FOR PROGRAMS MANDATED BY THE STATE OR GIVEN SPECIAL FEDERAL FUNDING, SUCH AS CHAPTER ONE AND THE GIFTED PROGRAM.

Ability grouping, except for very specific purposes, is educationally unsound. The curriculum in the low-ability classes is usually too simple for the students, and it focusses almost exclusively on lower order cognitive skills, particularly rote learning and workbook exercises. This curriculum deadens the spirits of these students and helps to channel them into occupations with little initiative. It does not help them live up to their potential, but puts a ceiling on their aspirations. Recent studies have shown that low-ability students learn much more when placed in high-ability classes, particularly in the case of early grade reading classes.

The DCPS and the State of Florida mandate a curriculum for low-ability students which seems deliberately designed to turn these children into drudges who do not think for themselves. EVERY CLASS IN EVERY SCHOOL SHOULD INCLUDE A FOCUS ON HIGHER ORDER COGNITIVE SKILLS SUCH AS CRITICAL THINKING, ANALYSIS, SYNTHESIS, AND EVALUATION. All teachers need to be taught how to elicit critical thinking from their students.

Critical thinking should not be especially reserved only for the high-ability students as it is in the Academic Excellence Program (AEP) which provides enrichment teachers and classes for

students in stanines 7, 8 and 9 who do not qualify for the Gifted Program. In some schools, up to half the students in the qualifying grades are in the AEP. AEP classes might explore social science topics in depth, build dioramas, and do other "fun" educational activities. AEP has been proven to have a good impact on increasing the higher order cognitive skills of students who participate. However, in some schools, there are special materials fees associated with AEP which prevent high-ability children from low-income families from participating.

There is nothing wrong with the AEP for the students who participate, but it is wrong that not all students are allowed to participate. Low- and medium-ability students would enjoy the enrichment activities just as much and learn just as much as the high-ability students. It is sad to think of low- and medium-ability students being left behind in their regular classrooms with their weary workbooks while the high-ability students go out into the schoolyard to shoot off rockets. It is very sad to see parents of children with very ordinary intelligence--a stanine of seven--gloating about their child's obvious excellence because they are in AEP, while parents of children whose scores are almost the same--a stanine of six--feel like personal failures and do not protest the injustice of the program. Another problem is that children in AEP tend to be white and middle class and children left out tend to be black and lower class, a fine example of Billie Holiday's lyrics, "...God bless the child that's got his own".

ENRICHMENT PROGRAMS SHOULD BE STARTED IN EVERY SCHOOL AND

ALL STUDENTS SHOULD BE ENTITLED TO PARTICIPATE. THE PRESENT ACADEMIC EXCELLENCE PROGRAM SHOULD BE TRANSFORMED INTO A NON-EXCLUSIVE ENTERPRISE. If resources are too tight to expand the program immediately, AEP in the schools where it is operative should be restricted to fewer grades and every child in those grades should be allowed to participate. The one exception which we would be willing to make in this regard is in the case of inner-city schools where an enrichment resource program might increase the higher order cognitive skills of some students enough so that they would qualify for the Gifted Program.

Some say AEP is keeping wealthy suburban families within the DCPS, but the same purpose would be served by an all-school enrichment program. If it is only the exclusivity of the AEP which keeps them in the DCPS, let them go. We cannot destroy the basic equity of the system by setting up little country club programs for rich kids.

The argument for keeping Chapter I rests on the raw fact of money. Obviously, students will tend to do somewhat better in classes of 15 than 25, and federal money makes this possible. We would be willing to trade all the Chapter I money coming into Miami for an effective school desegregation program. Putting today's low-achieving inner-city kids into suburban classrooms would probably do more for their level of performance than all the remediation which they would receive in Chapter I.

The argument for the Gifted Program rests on the fact that this is a small group of exceptionally bright children for whom federal funds are provided. However, most of the activities of the Gifted Program would be meaningful and enjoyable to most of

the students in the regular classes.

The State of Florida is among the least enlightened states in the country in many respects, and this is manifest as well in its policies establishing tight ability group tracking in grades K-3, along with policies of holding back students in these grades who do not pass certain tests. Florida holds back more students than any other state, just as it has more people on death row, and there is a close connection between the punitive attitudes inherent in both policies. The grade retention policy in K-3 is integrally connected with the fact that Florida has a higher dropout rate than almost any other state at age 16. THE DCPS AND ITS SCHOOL BOARD SHOULD TAKE THE INITIATIVE TO TRY TO REVERSE INAPPROPRIATELY STRINGENT STATE POLICIES RELATIVE TO ELEMENTARY GRADE RETENTION POLICIES. The damage done by tracking and grade retention far outweighs the benefit.

Florida's grade retention policy punishes the children for something which is really the fault of ineffective schools. If our schools were operating at a high level of effectiveness, most inner-city children would master pre-reading and reading skills on time. Only because of ineffective curriculum and poor school organization are most inner-city children failing to learn to read adequately.

INNER-CITY CHILDREN CAN BE TAUGHT TO READ.

It is clear from the national literature on Effective Schools that inner-city children can be brought up to national norms on reading skills through the right school programs. We

can see examples of such programs within the DCPS at Drew and Liberty City elementary schools. Both schools, located in the heart of the inner city, bring their students above 30 on SAT scores, which we regard 30% as the minimal acceptable level for any school in the county. There are many inner-city schools which do not achieve this, and some even have scores of 15. What makes the difference?

We believe an effective inner-city reading curriculum has the following elements, including some things already being done in ineffective schools which are good, but insufficient by themselves to bring the children up to an acceptable level:

A. Inner-city families frequently do not have books in the home. EACH INNER-CITY CHILD SHOULD BE PROVIDED BY THE SCHOOL WITH APPROPRIATE READING MATERIAL TO TAKE HOME AND KEEP. This should be provided during the school year and also for over the summer. The material should be inherently interesting, culturally relevant, attractively presented, and appropriate to the child's level of abilities.

B. Inner-city classrooms frequently lack recreational reading material. No child who is learning to read should be deprived of access to the most engrossing possible literature for his or her reading level. EACH INNER-CITY CLASSROOM SHOULD HAVE A SMALL LIBRARY WITH BOOKS FOR RECREATIONAL READING. These books should have stories about ghetto youngsters, Latin America, Africa, black history, Ananse stories, careers, science, nature, fairy tales, and classic children's fiction. EACH CHILD SHOULD BE PROVIDED WITH AT LEAST A HALF AN HOUR A DAY FOR FREE READING. A school might start out the year with a different set of books in

each classroom of a certain grade and switch the books from room to room each month so that a constant supply of fresh materials is available. In the absence of such school-supplied libraries, good teachers are forced to get books themselves from the public library, and some devoted teachers even purchase books for the classroom with their own funds. Teachers should not have to bear this extra burden of time and expense.

C. Parents of inner-city students sometimes do not read stories to them. Being read to by an adult is an important part of learning to read. It acquaints the child with the relationship between the printed word and meaningful stories. It is an emotionally warm experience. Teachers should read to students and talk to them about the meaning of stories. This is already happening in the inner-city schools of Dade County, and it should not be lost as additional tasks are added to reading instruction.

D. Inner-city children speak a different dialect or language than Standard American English. They have far less experience with letters and books than suburban children. Consequently they have far more difficulty in decoding letters to make words. INTENSE, PROLONGED DRILL ON WORD DECODING SKILLS IS REQUIRED IN INNER-CITY SCHOOLS. This presently takes place at the effective schools, like Drew and Liberty City, but not at the ineffective schools. Around the country, Direct Instruction (Distar) has proven to be the most effective method of reading instruction for inner-city youngsters. We think that Distar methods should be used for at least part of the day to help the students over the hurdle of decoding. They need to learn to be able to break the

words down into their component parts--particularly phonemes--and pronounce them. We have observed that word drill in ineffective inner-city schools here is desultory, infrequent, and lacking in intensity. The worst inner-city schools have been encouraged by reading specialists to believe that non-intensive, non-drill-oriented instructional technologies, such as Learning Experience, are sufficient. This is a great mistake.

E. However, the Learning Experience Method (LEM) is valuable in addition to, but not instead of Direct Instruction. LEM builds on the obvious fact that students will care more about reading something if they first have experience with what they are reading about. Inner-city children often lack many standard experiences of suburban children: they have not been to the desert or the mountains, to farms or zoos, they have not ridden on planes or airplanes. There are even some inner-city children of school age in Miami who have never seen the ocean or ridden in a car. Providing such experiences is an important part of learning in and of itself. Linking such experiences with reading is also very valuable. After a trip to the zoo, for example, young students might tell the teacher what they saw, she writes it on a big piece of heavy paper, and the class then learns to read the words which were originally theirs. For older students, the child writes his or her own story about the trip to the zoo and shares it with other children in the class. LEM is participatory, humanistic and successful in evoking interest in reading. It is widely used in inner-city schools in Dade County, and we believe that it represents one aspect, although only one aspect, of an effective reading program.

F. Seatwork with workbooks and dittoed handouts is overdone in inner-city schools in Dade County. In many classrooms, teachers do not check this work frequently, and students go on making the same mistakes for a long time before they are corrected. It is then difficult to unlearn the incorrect ideas. Furthermore, seatwork is boring and isolating. INTERACTIVE COMPUTERS SHOULD BE SUBSTITUTED FOR WORKBOOKS AND HANDOUTS. Computers give instant feedback and require the student to find the right answer before proceeding. Students like to work with computers and, in the process, learn valuable computer skills. EVERY INNER-CITY CLASSROOM SHOULD BE PROVIDED WITH ENOUGH COMPUTERS SO THAT WORKBOOKS ARE NO LONGER REQUIRED. For instance, if a Chapter I classroom of fifteen students is divided into three learning groups of five students each, the classroom should have five computers so that one group at a time can be working on them.

We believe that if inner-city schools switched to a more comprehensive reading program, involving all of the above elements, that greater success would be forthcoming. Success in reading is, of course, fundamental to all other school learning and to success in life generally. We look forward to the day when children in inner-city schools perform at national norms on reading skills and even go on to become bilingual in Spanish. We want Miami kids to be competitive with any kids in the country in their academic achievement and ability to aim for the best jobs.

SPANISH INSTRUCTION.

International trade and banking will be a growth area for

the Miami economy in the decades to come, and only people who are fluent in Spanish will be able to play an important role in this sector. As it stands, students for whom English is the first language go through elementary school with a half-hour of Spanish every day, yet they come out at the end of sixth grade knowing almost nothing of the language. An enormous waste of taxpayer money and the time of teachers is taking place under the present system.

IMMERSION COURSES IN SPANISH SHOULD BE OFFERED IN SUMMER SCHOOL BETWEEN FOURTH AND FIFTH GRADE. For native speakers of languages other than Spanish, the immersion course should stress basic oral fluency with the object of producing a command of conversational Spanish within the summer session. Each elementary school would have a team of Spanish teachers who would be trained in immersion techniques which would rapidly move students toward fluency with a concentration on oral skills. For instance, all of the objects in the classroom could have labels on them giving their names in Spanish, and all of the classroom conversations would have to take place in Spanish. Learning games and songs could make this process exciting and enjoyable.

Once fluency was achieved through a summer immersion program, students would benefit greatly from regular daily classes in Spanish during the school year. Additional summer immersion courses at higher and higher levels could be taken as students desired, but the important thing would be to establish basic fluency in the first summer and maintain it through regular classes thereafter.

For native speakers of Spanish, a separate immersion course

should be offered which focusses on correct, formal spoken and written Spanish. The object of this course would be to transform the students' command of Spanish from one based only on use in the home and on the street to one which was capable of being utilized for studying literature in school and eventually for business purposes. As T.D. Allman's new book, Miami, City of the Future, points out, Miami Cubans are already losing their command of Spanish for advanced, formal purposes. Miami Cuban adults are often unable to give extemporaneous speeches in Spanish. Our public schools should assist in keeping Spanish alive as a high level language, something which is vital for Miami's economic and cultural development.

In both cases, the course would familiarize students with hispanic culture and history. Anglo and black students would learn a greater appreciation for the language and culture of hispanics, while hispanic students who are often all too assimilationist would also gain a deeper knowledge of Iberian and Latin American culture. We hope that the program would ease both ethnic tension and inter-generational conflict in Miami. The teaching skills necessary to construct such a program are already present within the DCPS, in need only of brushing up on the techniques of immersion instruction.

The program would give a margin of uniqueness and excellence to elementary education in Dade County which is totally appropriate for our economic needs and geographic setting. As our curriculum is strengthened, student misconduct, often caused by sheer boredom, should decline. For that small group of students

who would still disrupt classes, the DCPS needs to institutionalize a truly effective program of behavior modification which can turn these youngsters around while they can still benefit from school and before they get into serious trouble with substance abuse, pregnancy, and crime.

THE ALPHA PROGRAM.

One program which has proven on a small scale its ability to change student conduct is the Alpha Program at Drew and other schools. This program identifies problem students in the fourth, fifth and sixth grades and places them in a strictly-controlled, behavior modifying setting. Alpha has discipline procedures of isolation, self-appraisal, counseling and parental involvement, coupled with reward procedures of access to music, games and field trips. Students earn merit and demerit points in a fair, firm system. The academic side of Alpha offers high expectations and opportunities to do the work over until it is done excellently, which results in concrete rewards. Usually a year in Alpha suffices to give a student a degree of self-control, self-esteem and academic skills sufficient to return to regular classes and to perform on track thereafter. Usually, one year in Alpha raises student scores on the SAT by two or three years. If the present experiment with the Alpha Program proves successful, ALPHA PROGRAMS FOR BEHAVIOR MODIFICATION SHOULD BE ESTABLISHED IN EACH SCHOOL WITH A LARGE GROUP OF DISRUPTIVE STUDENTS.

Alpha is expensive, but part of the funding comes from the state department of Health and Rehabilitative Services. Alpha is

only meant for a small minority of disruptive students and is very successful in changing student behavior. With student behavior problems being addressed effectively in elementary school, students will learn better and not be as inclined to get into trouble later on.

INTERVIEWS.

The following individuals were kind enough to grant us interviews, to allow us to observe their classes or to comment on earlier drafts of this paper. We are deeply grateful for their assistance. None of them bear any responsibility for the opinions expressed here, and some of them, it should be noted, are deeply opposed to the opinions expressed here.

Von Beebe, Principal, Tucker Elementary School.

Paul Bell, Associate Superintendant, DCPS.

Barbara Bell-Cruz, Global Awareness Program, FIU.

Nora Brandt, Assistant Principal, Drew Elementary School.

Yvonne Burkholz, Legislative Director, United Teachers of Dade.

Michael Conte, DCPS Central Administration, Basic Skills and Reading.

Sylvia Cordero, Principal, Buena Vista Elementary School.

Ray Dunn, Assistant Principal, North Miami Junior High.

Joseph Fernandez, Deputy Superintendant of Schools, DCPS.

Shirley Fredericks, UTD School Representative and Teacher, Alpha Program, Drew Elementary School.

Jack Gordon, Florida State Senator and Director of Institute for Public Policy, Florida International University.

Bob Hearn, Social Studies Teacher, Parkway Middle School.

Robert Heath, Principal, Santa Clara Elementary School.

Dyona McLean, Social Studies Teacher, Highland Oaks Junior High.

Frederick Morley, Principal, Drew Elementary School.

George Morrison, Professor of Education and Director of the Urban Education Program, FIU.

Sally Pell, Professor of Education, FIU.

Carolyn Reed, First Grade Teacher, Buena Vista Elementary School.

Charles Sherwood, DCPS Central Administration, Basic Skills and Reading.

Jan Tucker, Professor of Education, FIU.

Bonnie Wheatley, Principal, Pinecrest Elementary School.

ANNOTATED BIBLIOGRAPHY.

These books, articles and reports are relevant to the question of improving elementary education in Dade County. The notes on the materials point out their key ideas of local relevance.

Austin, G.R., "An Analysis of Outlier Exemplary Schools...", American Education Research Association, 1979. The best inner city elementary schools have principals trained as elementary teachers who recruit their own staff and have experienced, tenured teachers. Direct Instruction is used to teach reading and math.

Bennett, William, "A Critical Look at Curriculum Goals", Principal, November 1986. Most readers are boring and instead should contain classic stories, biographies and poetry. Students need to spend more time reading silently. "Seatwork" is bad. Writing should be taught in most subjects in elementary schools. We need to focus in math not so much on arithmetic as on "informal, intuitive and exploratory" mental processes involving selecting the best strategies for solving complicated problems. Science is being taught in a boring fashion and instead should emphasize reasoning, the scientific method, and a "hands-on" approach. There should be more emphasis on history, geography and civics and not an amorphous "social science". More time for the arts is needed in elementary education.

Bird, Tom, and Judith Warren Little, "How Schools Organize the Teaching Occupation", Elementary School Journal, March 1986. Most teachers felt that their education classes gave them little of value. They rely on their own experience and see evaluation as an attack. In most schools there is no body of teaching wisdom handed down.

Bloom, Benjamin, "What We're Learning About Teaching and Learning: A Summary of Recent Research", Principal, November 1986. The best elementary teachers are supportive, encouraging and rewarding and make learning playful and exciting. They individualize learning. Tutoring or mastery learning has much better results than conventional group instruction and prove that most students have high potential for learning. The more that emphasis is put on higher mental processes in learning, the more learning that also takes place involving lower mental processes like learning factual knowledge. All students can learn both higher and lower mental process material.

Bossert, S., Tasks and Social Relationships in the Classroom, 1979. Multitask groups, heterogeneous in ability, are the best format for assuring that teachers spend time with low-ability students and are superior to whole class recitation.

Brantlinger, Ellen, "Low-Income Parents' Opinions about the Social Class Composition of Schools", American Journal of Education, May 1985. Low-income parents are well aware of the superiority of high-income schools and want desegregation so that

their children can have access to a better education.

Brantlinger, Ellen, "Low-Income Parents' Perceptions of Favoritism in the Schools", Urban Education, April 1985. Low-income parents feel that schools favor higher SES students, but they feel powerless to alter the situation.

Brent, George, et al., "Camden Direct Instruction Project 1984-85", Urban Education, July 1986. Direct Instruction (DI) in grades K-3 here has proven to be better than traditional reading instruction for: word attack skills; vocabulary; comprehension; and total reading. DI is especially beneficial for slow students. DI involves: teacher-directed small group instruction; signal systems; positive reinforcement; immediate corrective feedback; and extensive teacher training.

Calabrese, Raymond, and R.E. Anderson, "The Public School: A Source of Stress and Alienation among Female Teachers", Urban Education, April 1986. Teachers feel the need for more interaction with other adults since teachers feel isolated among children all day. Females lack opportunities for promotion in the educational bureaucracy.

Canady, Robert Lynn, and Phyllis R. Hotchkiss, "Scheduling Practices and Policies Associated with Increased Achievement for Lower Achieving Students", Journal of Negro Education, Summer 1985. Elementary school teachers spend much more time instructing high achievement reading groups than low. Over six years the high groups received two more years of instruction time. The low groups were given cut and paste tasks, while the high groups were reading and writing. Much of the seatwork in workbooks done by the low groups was done wrong and was not quickly corrected by the teacher. This material had to be relearned with difficulty.

Carew, Jean, and Sara Lightfoot, Beyond Bias: Perspectives on Classrooms, 1979. Traditional racial bias has been eliminated, but subtle forms remain: some teachers discriminate against blacks in assignments to reading groups; blacks are given less teacher attention; teachers refuse to take blacks seriously as students and say they have minimal potential; teachers say that the school is merely custodial for blacks; teachers of black and working-class children are more interested in discipline and order than learning.

Carnegie Task Force on Teaching as a Profession, A Nation Prepared: Teachers for the 21st Century, 1986. This very important study by top experts calls for teachers making key decisions on materials, methods, staffing, student assignments, and allocation of resources. It calls for teacher accountability for student progress, competence as the basis for teacher salaries, career ladders, more liberal arts in teacher education and abolishing the undergraduate degree in education, and national certification of teachers by subject area.

Cuban, Larry, "Transforming the Frog into a Prince: Effec-

tive Schools Research, Policy, and Practice at the District Level", Harvard Educational Review, May 1984. Effective Schools Research (ESR) is too vague and ignores the key role of school district leadership. Top-down implementation of effective schools methods does not work by itself. A bottom-up strategy is also needed. Direct Instruction is associated with low-level cognitive skills, and amounts to tedious, rote learning. Direct Instruction is seen by teachers as an infringement on their autonomy.

Dade County Grand Jury, "The High School Drop Out and the Inner City School", 1984. Reports that 40% of DCPS students drop out and 70% in the Inner City. Shows that the gap between white and black students widens over years in school. School does not serve to narrow the gap. This report praises Drew Elementary School which is 99% black and 84% impoverished but nevertheless has SAT scores significantly above county norms.

Dade County Public Schools, Department of Management Selection, "Leadership Experience Opportunity for Teachers." Describes the LEO-T program for promoting minority group teachers to administrative positions.

Dade County Public Schools, Division of Elementary and Secondary Instruction, "Operation Turnaround", 1980. Reports on the first year of this program at Little River, Orchard Villa and Holmes elementary schools. Students at these schools fall further and further behind grade-level norms as students grow older. Principals were retained, but 40 teachers were voluntarily or involuntarily transferred out of these schools as part of Operation Turnaround. Teachers who remained participated in in-service training or else supported Operation Turnaround.

Dade County Public Schools, Division of Elementary and Secondary Instruction, "Operation Turnaround", 1985. Shows that regression, rather than progress, took place in many standardized test scores at Operation Turnaround schools from 1982 to 1984. Indicates that plans were being made to expand this program to other schools. Why, if the program was demonstrably ineffective, should it be expanded?

Dade County Public Schools, Office of Educational Accountability, "Evaluation of Operation Turnaround", 1983. Explains why this program at three elementary schools failed. This report should be the starting point for thinking about how to develop a new program for inner-city elementary schools today.

Dade County Public Schools, Office of Educational Accountability, Program Evaluation Department, 1985. "Final Report on the Evaluation of the Management Assessment Center", 1985. Shows that the MAC has concern for real qualities of leadership and good assessment instruments, but higher standards are needed for passing. Candidates for principal are ranked highest if they show leadership on controversial issues, visit classrooms, pro-

note academic values, consult widely before making decisions, issue firm discipline guidelines, encourage the staff to evaluate the principal, and back staff. Problems include the disproportionate failure of minority candidates to pass the assessment and the high cost of assessment relative to the very few candidates ruled out on the basis of the assessment.

Dade County Public Schools, Office of Educational Accountability, "Statistical Abstract: DCPS, 1983-84", 1984. Shows that non-Hispanic whites and Hispanics in Dade County receive better scores on the SSAT eleventh grade test than do similar students elsewhere in Florida, but blacks in Dade County do worse than blacks elsewhere in Florida.

Dade County Public Schools, Office of Management and Budget, "Comparative Staffing and Salary Statistics for Dade and Other Large School Systems", 1980. Claims that DCPS has fewer administrative staff per pupil than any other large school district and also ranks very low in the number of administrators per teacher. This report does not consider the various methods which the DCPS uses to achieve these favorable figures, including "teachers on special assignment" who are listed as teachers, but are actually out of the classroom and carrying on administrative responsibilities.

Dade County Public Schools, Office of Student Support Programs, Department of Career Education and Dropout Prevention, "Recommendations of District Dropout Prevention Advisory Council", 1985. Francena Thomas is the author of this very eloquent report which calls for a renewed commitment to successful education for low-income and minority students. This report centers on middle schools and high schools, but its implications have great relevance for elementary schools as well.

Dade County Public Schools and United Teachers of Dade, "Chronology and Report of QUIIP: Quality Instruction Incentives Program", 1985-86. Describes history, criteria for awards, and outcomes of QUIIP program.

Delpit, Lisa, "Skills and Other Dilemmas of a Progressive Black Educator", Harvard Educational Review, November 1986. Black children need both skills and critical thinking abilities.

Educational Testing Service, The Reading Report Card: Trends in Reading over Four National Assessments, 1971-1984, 1985. This shows that students mostly lack advanced reading/thinking skills. Reading skills of students in general have improved over this period, but faster progress has been made by minorities.

Eubanks, Eugene, and Daniel Levine, "A First Look at Effective Schools Projects in New York City and Milwaukee", Phi Delta Kappan, July 1983. A big jump in student learning took place in these programs. Project RISE in Milwaukee used Direct Instruction and changed the school climate to emphasize high expecta-

tions. The School Improvement Program in NYC made big gains in student achievement in years one and two, but not in year three. Much staff development time and administrative support was required by these programs. RISE cut down on Chapter I pullouts and resulted in a decrease of the percentage of students in the lowest category of reading skills from 55% in 1979 to 40% in 1982.

Finn, Chester E., Jr., "Better Principals, Not Just Teachers", Principal, May 1986. Bad principals should be fired. This seldom happens now.

Finn, Chester E., Jr., "Toward Strategic Independence: Nine Commandments for Enhancing School Effectiveness", Phi Delta Kappan, April 1984. Favors decentralization of curricular authority to the schools.

Ford Foundation, Teacher Development in Schools, 1986. This report places responsibility on the schools for staff development, favors teacher specialists to be used in their areas of expertise as an instructional resource for other teachers, for improved teacher education, and for a critical role for teachers in school improvement.

Fullan, Michael, "Change Processes and Strategies at the Local Level", Elementary School Journal, January 1985. School improvement comes through teachers engaging in "frequent, continuous and increasingly concrete and precise talk about teaching practice." Teachers and administrators should frequently observe each other teaching. Teachers and administrators should "plan, design, research, evaluate and prepare teaching materials together."

Gamoran, Adam, "Egalitarian versus Elitist Use of Ability Grouping", paper delivered to American Educational Research Association, 1984. In 12 first grade classrooms, there were ability groups in each. But where grouping was emphasized less, the lower groups learned more. Very low learning took place in the lower groups where differences were stressed.

Gersten, Russell, et al., "A Multifaceted Study of Change in Seven Inner-City Schools", Elementary School Journal, January 1986. Accurate ability grouping is important for success in the Direct Instruction method which is the best method for teaching reading and math in inner-city elementary schools.

Glenn, Beverly Caffee, "What Works? An Examination of Effective Schools for Poor Black Children", Harvard University, Center for Law and Education, 1981. Teachers must be involved in planning. There must be extensive staff development.

Goodlad, John, A Place Called School: Prospects for the Future, 1983. Based on a study of 1000 classrooms. This is one of the most influential studies in guiding the thinking of our group. Goodlad calls for more emphasis on higher order thinking

skills, more focus by administrators on instructional leadership, and more time in school devoted to learning.

Gouldner, Helen, Teacher's Pets, Troublemakes, and Nobodies: Black Children in Elementary School, 1978. Inner-city schools are harsh and authoritarian, ignore the initiatives of children, and brand children as failures.

Hallinger, Philip, and Joseph Murphy, "Characteristics of Highly Effective Elementary School Reading Programs", Educational Leadership, February 1985. In the best schools, there is strong coordination both within and between grades. School policy promotes continuity and consistency in teacher expectations and practices. High expectations are understood by students and parents. Some one and a half hours per day is devoted to language arts, with 50 minutes of reading instruction per day. Reading skills are also integrated into other subjects. School should use one curriculum series throughout all the grades. Everyone in the school--even janitors--should read silently for fifteen minutes after lunch. Students should keep logs of books read. There should be public recognition for the amount read. There should be homework and home reading assignments every night. Students should not be pulled from class for other special instruction during reading.

Kottkamp, Robert B., Eugene F. Provenzo, Jr., and Marilyn M. Cohn, "Stability and Change in a Profession: Two Decades of Teacher Attitudes, 1964-1984", Phi Delta Kappan, April 1986. An important article based on surveys of Miami teachers. Demonstrates a deterioration of teacher morale in a variety of areas. Teachers today put more emphasis on student docility and less on student creativity than teachers twenty years ago.

Leacock, Eleanor, Teaching and Learning in City Schools, 1969. Middle-class schools, whether black or white, reward students for self-control, while lower class schools with both races reward submission to authority. Middle class schools reward learning, initiative, autonomy and leadership, while lower class schools reward deference. The differential treatment of children by class and race grows grades 2-5.

Levine, Daniel U., and Joyce Stark, "Extended summary and conclusions: institutional and organizational arrangements and processes for improving academic achievement of inner city elementary schools", Center for the Study of Metropolitan Problems in Education, University of Missouri--Kansas City, 1981. Schools do best which focus on educational needs of low-achieving students. These schools emphasize higher order cognitive skills such as reading comprehension and problem solving in math. Teachers in each grade plan the curriculum together.

Levine, Daniel U., "Successful Implementation of Instruction at Inner-City Schools", Journal of Negro Education, Summer 1985. Higher-order learning skills must not be neglected in low achieving classes. Successful inner-city schools emphasize higher-

order skills. Student Team Learning is especially useful in inner-city schools. Cooperative learning is more successful in the inner city than in the suburbs.

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Oakes, Jeannie, Keeping Track: How Schools Structure Inequality, 1985. An important book which documents how ability grouping hurts minority, working-class and low-ability students. Demonstrates that ability grouping actually retards student learning.

Ogbu, J. U., Minority Education and Caste: The American School System in Cross-cultural Perspective, 1978. Shows that American schools deliberately hold down minorities and are helping to perpetuate a social structure based on racial discrimination.

Ogbu, J. U., The Next Generation: An Ethnography of Education in an Urban Neighborhood, 1974. Parents tell children that they have limited opportunities for upward mobility due to discrimination. Teachers and administrators have low expectations of these students.

Payne, Charles M., Getting What We Ask For: The Ambiguity of Success and Failure in Urban Education, 1984. Inner city schools can be successful with good principals. Even in bad schools, some teachers are successful. There is a vested interest in failure by many teachers, administrators and students.

Perry, Gilmore, "'Gimme Room': School Resistance, Attitudes and Access to Literacy", Journal of Education, 1985. Black elementary students are not put in a high reading group because of their behavior and attitudes, even though their abilities would dictate placement in this group.

Persell, C.H., Testing, Tracking and Teacher Expectations: Their Implications for Education and Inequality, American Jewish Committee, 1976. Shows that ability grouping has not proven to be helpful in student academic achievement.

Purkey, Stewart C., and Marshall S. Smith, "School Reform: The District Policy Implications of the Effective Schools Literature", The Elementary School Journal, January 1985. This survey favors changing school culture. Teachers now have too much autonomy within the classroom and school organization is too loose. There is a need for more consultation between teachers and principals and more staff participation in decision making. For collegial experimentation and evaluation. For staff stability.

Ralph, John, and James Fennessy, "Science or Reform: Some Questions about the Effective Schools Model", Phi Delta Kappan, June 1983. Points out instability of characteristics of effective schools from one study to another. Points out how schools can raise test scores by teaching to the test or outright cheating and argues that 50% of the variation in test scores is due to cheating by teachers.

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Rist, Ray, "Student Social Class and Teacher Expectations: The Self-fulfilling Prophecy in Ghetto Education", Harvard Educational Review, 1970. Shows teacher dividing class into three ability groups based only on external signs of social class. All of the privileges and most of the teacher's time are devoted to the high group.

Rosenholtz, Susan J., "Effective Schools: Interpreting the Evidence", American Journal of Education, May 1985. In effective schools, teachers share with administrators in setting policies and choosing materials. The central problem of inner-city schools is recruiting and retaining good teachers. Principals at effective schools concentrate on improving student achievement and give teachers concrete, realizable goals which serve to motivate teachers.

Rutter, Michael, et al., Fifteen Thousand Hours: Secondary Schools and their Effects on Children, 1979. An important

English study with great implications for elementary schools in Dade County. This book shows that in a London slum neighborhood there were enormous differences in student achievement and conduct from school to school associated with purely internal school factors. Schools do make a difference. Groups of students from identical class backgrounds perform very differently depending on the culture of the school which they attend. Schools oriented toward education do very well, while schools which see themselves as having more of a "pastoral" function--just taking care of the welfare of students--do poorly.

Schmidt, Frank L., and John E. Hunter, "Employment Testing: Old Theories and New Research Findings," American Psychologist, October 1981. "...preferential selection systems, based on top-down hiring within each group and using valid tests, increase minority employment faster and at much less economic cost than random selection from among applicants who are above minimum qualification levels." This classic article is of enormous relevance to the DCPS method of selecting principals.

Schwartz, F., "Supporting or subverting learning: peer group patterns in four tracked schools", Anthropology and Education Quarterly, 1981. Shows that upper-track students not disciplined for the same behaviors for which lower-track students disciplined. Upper-track students know how to appear to support the classroom learning process while simultaneously engaging in peer interactions.

Shannon, Patrick, "Teachers' and administrators' thoughts on changes in reading instruction within a merit pay program based on test scores", Reading Research Quarterly, Winter 1986. A centrally-controlled curriculum linked with merit pay leads teachers to concentrate on "mechanistic" reading abilities and not on the central skill, "making meaning from text". Teachers lose their joy in teaching in such a system and feel pushed and alienated.

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Sherwood, Charles, "Teaching the Directed Reading Lesson", Dade County Public Schools, 1979. Reading assignments should always be oriented toward the meaning of the text and not just "word calling". Students should first read silently for comprehension, then the teacher should ask questions about the meaning of what was read, and only then should oral re-reading sometimes.

Size more, Barbara, "An Abashing Anomaly: The High Achieving Predominantly Black Elementary School", Pittsburgh University,

- 1983. An analysis of factors leading to success in Inner City schools. These schools have moderately authoritarian principals who generate high expectations, mobilize consensus, make daily visits to classrooms, give prompt evaluations, involve parents, use tests to place students in appropriate classes, refuse programs which would compete with their main goals, share power with teachers, take power away from the central administration, and push out unsatisfactory teachers. These principals are aggressive in handling discipline problems. There is a tight organizational structure with teachers kept in certain types of classes for year after year. The highest priority goal is mobilizing a consensus among parents for academic achievement.

Sizemore, Barbara, "Pitfalls and Promises of Effective Schools Research", Journal of Negro Education, Summer 1985. Analyzes three high-achieving black Pittsburgh public schools. Points out that the Effective Schools concept focusses only on the SAT score which is too narrow a measure of educational outcomes. Shows that holding students back in grade is not effective. Shows that tight ability grouping is not effective. Explains Direct Instruction as a verbal-didactic method of learning which includes presentation of lessons, lesson plans, practice and feedback, performance criteria for students to meet in a set time, and specified skill mastery targets.

United States, Department of Education, What Works: Research about Teaching and Learning, 1986. This report on recent studies favors hands-on science instruction, concrete instruction with manipulations in math and high expectations by teachers of the abilities of students.

United States, Department of Health, Education and Welfare, Violent schools--safe schools, 1978. In safe schools, principals are firm disciplinarians and strong behavioral role models for teachers and students. Rules are clear, consistent, fair and firmly enforced. Teachers agree with the principal's style and are cohesive among themselves. There is an emphasis on academic success. Individual improvement and achievement are rewarded. There is a strong school spirit and students see the school as relevant and valuable.

Vance, Victor, and Phillip Schlechty, "The Distribution of Academic Ability in the Teaching Force", Phi Delta Kappan, September 1982. The most intelligent teachers are the most likely to quit.

Weick, Karl, "Administering Education in Loosely Coupled Schools", Phi Delta Kappan, June 1982. Teachers attack principals who visit their classrooms frequently as "harrassing them". Teachers receive little feedback and evaluation from anyone, including fellow teachers, so poor performance persists. School staff do not agree on the central mission of the school.

West, Carol Ann, "Effects of School Climate and School Social Structure on Student Academic Achievement in Selected

"Urban Elementary Schools", Journal of Negro Education, Summer 1985. In 26 Patterson schools, results are better where principals communicate high expectations and provide instructional support. Teachers should focus on academics rather than enhancing social skills. More experienced and better educated teachers get better results.

Wise, Arthur E., Legislated Learning: The Bureaucratization of the American Classroom, 1979. Discusses the over-control of teachers by federal and state governments and school districts.

Wolcott, H.F., The Man in the Principal's Office: An Ethnography, 1973. A fascinating book about the day-to-day activities of an elementary principal. This principal is anything but an instructional leader. He spends much of his time chasing dogs off the school grounds and politicking within the administration. Administrators are anti-intellectual and not interested in educational research findings. Principals seldom observe teachers and are quick to make snap judgements. This principal has little concern about the academic achievement of students.

Zakariya, Sally Banks, "Fair, unfailing discipline is the least schools owe to delinquent kids", American School Board Journal, February 1987. Pinpoints the problems of schools with high levels of disruption problems: they do not do a good job of teaching; rules are not clear and fairly and firmly enforced; there is a lack of cooperation between teachers and principal; teachers have a punitive attitude.